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DEVELOPMENT AND PROMOTION OF MORE EFFECTIVE ACTION AGAINST ILLICIT DRUG TRAFFICKING THROUGH REGIONAL CO-OPERATION IN DRUG LAW ENFORCEMENT

Report of the First Meeting of Heads of National Drug Law Enforcement Agencies, Europe, held in Moscow from 19 to 23 November 1990

CONTENTS

Chapter		Paragraphs	Page
I.	MATTERS CALLING FOR ACTION BY THE COMMISSION ON NARCOTIC DRUGS OR BROUGHT TO ITS ATTENTION	1-4	3
	A. Draft resolutions for adoption by the Commission on Narcotic Drugs	1	3
	B. Draft recommendations for adoption by the Commission on Narcotic Drugs	2	5
	C. Venue of the Second Meeting of Heads of National Drug Law Enforcement Agencies, Europe	3	6
	D. Resolutions adopted by the First Meeting of Heads of National Drug Law Enforcement Agencies, Europe	4	6
II.	CURRENT TRENDS IN ILLICIT DRUG TRAFFIC IN THE EUROPEAN REGION	5-28	9
III.	CONSIDERATION OF URGENT MATTERS OR SPECIFIC TOPICS BY WORKING GROUPS	29-79	13
	A. Issue 1: Illicit heroin traffic in the European region	31-42	14
	B. Issue 2: Illicit traffic in cocaine in the European region	43-45	16
	C. Issue 3: Illicit traffic in amphetamines in the European region	46-51	17

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		Paragraphs	Page
D.	Issue 4: Measures to prevent the diversion of precursors and essential chemicals used in the illicit manufacture of narcotic drugs or psychotropic substances	52-55	18
E.	Issue 5: Operational working relations between the police, customs and other law enforcement agencies	56-61	21
F.	Issue 6: Drug intelligence units	62-68	22
G.	Issue 7: Tracing of assets	69-77	23
H.	Issue 8: Co-operating defendants	78-79	24
IV.	CO-ORDINATION OF INTERNATIONAL AND REGIONAL TRAINING IN THE CONTEXT OF THE PREPARATION OF THE INTERNATIONAL TRAINING STRATEGY	80-84	25
V.	REPORTS ON ACTIVITIES BY UNITED NATIONS ENTITIES AND INTERGOVERNMENTAL ORGANIZATIONS IN THE REGION	85-93	26
VI.	PROGRESS REPORT ON STEPS TAKEN TO APPLY PROVISIONALLY, RATIFY OR ACCEDE TO THE UNITED NATIONS CONVENTION AGAINST ILLICIT TRAFFIC IN NARCOTIC DRUGS AND PSYCHOTROPIC SUBSTANCES, AS WELL AS THE HARMONIZATION OF NATIONAL LEGISLATION WITH THE PROVISIONS OF THE CONVENTION	94-103	28
VII.	OTHER BUSINESS	104	29
VIII.	DRAFT RESOLUTIONS AND RECOMMENDATIONS BEFORE THE MEETING	105-106	29
IX.	ADOPTION OF THE REPORT OF THE MEETING	107	30
X.	ORGANIZATION OF THE MEETING	108-121	30
A.	Opening and duration of the Meeting	108-112	30
B.	Attendance	113-116	31
C.	Election of officers	117	32
D.	Agenda	118	32
E.	Closure of the Meeting	119-121	33
Annex.	List of documents		34

I. MATTERS CALLING FOR ACTION BY THE COMMISSION ON NARCOTIC DRUGS OR BROUGHT TO ITS ATTENTION

A. Draft resolutions for adoption by the Commission on Narcotic Drugs

1. The First Meeting of Heads of National Drug Law Enforcement Agencies (HONLEA), Europe, recommends to the Commission on Narcotic Drugs the adoption of the following draft resolutions:

DRAFT RESOLUTION I

Pan-European Ministerial Drugs Conference*

The Commission on Narcotic Drugs,

1. Welcomes the decision of Ministers of the Pompidou Group of the Council of Europe to convene a Pan-European Ministerial Drugs Conference at Oslo in May 1991;

2. Notes the establishment of a group of experts convened by the Pompidou Group and the European Economic Community, with the active participation of States in central and eastern Europe, to prepare for the Conference;

3. Calls upon all European States invited to the Conference to support it by sending high-level delegations;

4. Believes that a particular objective of the Conference should be to develop practical measures for improving co-operation between law enforcement agencies in combating illicit drug trafficking, particularly:

(a) Illicit traffic in heroin through the Balkan route;

(b) Illicit traffic in cocaine, which constitutes a major threat to the entire European region;

5. Recognizes that the vital importance of reducing the illicit demand for drugs of abuse suggests that a further objective of the Conference should be to develop proposals for the regular exchange of information and ideas on action in this field;

6. Suggests that another objective of the Conference should be to develop awareness of the need to prevent the diversion of precursors and essential chemicals frequently used in the illicit manufacture of narcotic drugs or psychotropic substances, to control the manufacture of amphetamines and to elaborate precautions to be taken against money laundering;

7. Recommends that a wide-ranging agenda should be drawn up for the Conference in accordance with the above objectives.

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*See paragraph 105 below.

DRAFT RESOLUTION II

Drug law enforcement training*

The Commission on Narcotic Drugs,

Convinced that the efficiency of drug abuse control and the suppression of illicit drug trafficking depends to a great extent on the professional training of the drug law enforcement and other agencies involved,

Realizing that international co-operation is essential to the improvement of the professional qualifications of drug law reinforcement personnel at the national level,

Mindful of the fact that the problem of language presents a major impediment to international co-operation,

Recalling that great attention has been given to professional drug law enforcement training at the regional meetings of Heads of National Drug Law Enforcement Agencies,

Recognizing that an enhanced level of European co-operation in drug law enforcement is dependent on the adoption of compatible quality standards and strategies in training,

Mindful of the provisions of the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances 1/ related to training,

1. Appeals to all States to intensify regional and bilateral co-operation in the field of drug law enforcement professional training;

2. Welcomes the programmes providing assistance in drug law professional training that are being carried out by a number of States, as well as the initiatives to hold short, intensive international training courses for drug law enforcement personnel;

3. Requests the Secretary-General to establish within the Division of Narcotic Drugs of the Secretariat a standing seminar on the improvement of the professional qualifications of instructors working in national drug education centres;

4. Calls upon States, without prejudice to existing law enforcement training programmes, to give special consideration to providing training and related assistance to drug law enforcement agencies of States represented at the meetings of Heads of National Drug Law Enforcement Agencies, Europe;

5. Welcomes the efforts being made by the Division of Narcotic Drugs of the Secretariat, the Customs Co-operation Council and the International Criminal Police Organization to develop a long-term international training strategy;

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*See paragraph 105 below.

1/ E/CONF.82/15 and Corr.2.

6. Urges the Division of Narcotic Drugs of the Secretariat, the Customs Co-operation Council and the International Criminal Police Organization to complete their efforts to develop the international training strategy at the earliest possible date.

DRAFT RESOLUTION III

Composition of delegations to meetings of Heads of National Drug Law Enforcement Agencies, Europe*

The Commission on Narcotic Drugs,

Recognizing that both police and customs agencies have important responsibilities and areas of competence in fighting drug criminality,

Recognizing also that close co-operation between police and customs agencies is essential to an effective strategy against illicit drug trafficking,

Believing that the meetings of Heads of National Drug Law Enforcement Agencies, Europe, offer an excellent opportunity for exchanging views and for developing new policies, strategies and forms of international co-operation,

Taking into consideration the valuable contributions of the First Meeting of Heads of National Drug Law Enforcement Agencies, Europe, to the efforts of both the police and customs professions in the fight against illicit drug trafficking;

Recommends that Governments should compose their delegations to future meetings of Heads of National Drug Law Enforcement Agencies, Europe, in such a way that police and customs agencies are both represented at a high level.

B. Draft recommendations for adoption by the Commission on Narcotic Drugs

2. The First Meeting of HONLEA, Europe, recommends to the Commission on Narcotic Drugs the adoption of the following draft recommendations:

Implementation of recommendations arising from working groups considering urgent matters related to the suppression of illicit traffic and adopted by the First Meeting of Heads of National Drug Law Enforcement Agencies, Europe

1. States represented at the First Meeting of Heads of National Drug Law Enforcement Agencies, Europe, should, as soon as possible, begin implementing the recommendations arising from the working groups and adopted by that Meeting. 1/

2. The implementation of recommendations arising from working groups of meetings of Heads of National Drug Law Enforcement Agencies, Europe, and

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*See paragraph 105.

1/ E/CN.7/1991/5, chap. III.

adopted by those meetings should be monitored by reports from all European States, to be considered under a separate agenda item at future meetings of Heads of National Drug Law Enforcement Agencies, Europe.

C. Venue of the Second Meeting of Heads of National Drug Law Enforcement Agencies, Europe

3. The First Meeting of HONLEA, Europe, draws the attention of the Commission on Narcotic Drugs to the provisional offer by the Government of Cyprus to act as host to the Second Meeting of Heads of National Drug Law Enforcement Agencies (HONLEA), Europe, in 1991.

D. Resolutions adopted by the First Meeting of Heads of National Drug Law Enforcement Agencies, Europe

4. The First Meeting of Heads of National Drug Law Enforcement Agencies, Europe, adopted the following resolutions.

RESOLUTION I

Detection of illicit cultivation of narcotic plants

The First Meeting of Heads of National Drug Law Enforcement Agencies, Europe,

Deeply concerned about the magnitude of the illicit cultivation of narcotic plants and the illicit manufacture of narcotic drugs and psychotropic substances in many countries of the world,

Considering it necessary to eradicate narcotic plants in order to suppress illicit traffic and to control drug abuse,

Realizing the difficulties encountered in detecting illicit plants, especially in remote areas and in areas with difficult terrain, and the sophisticated concealment methods used,

Seeking to enhance international co-operation in the detection of illicit cultivation,

Realizing that improved techniques to combat illicit drug traffic are increasingly becoming necessary,

Taking note of the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances, 1/ article 14, on measures to eradicate illicit cultivation of narcotic plants and to eliminate illicit demand for narcotic drugs and psychotropic substances,

1. Welcomes the research programmes of several States for the application of modern aerospace technology in the detection of narcotic plants by remote sensing;

1/ E/CONF.82/15 and Corr.2.

2. Considers it desirable to establish exchanges between the States concerned and, to that effect, to organize international seminars on scientific and technical means of detecting the illicit cultivation of the opium poppy and cannabis by remote sensing and to exchange research findings on effective ways of mapping illicit cultivation and on ecologically harmless means of eradicating narcotic plants.

RESOLUTION II

Reduction of the illicit cultivation of narcotic plants

The First Meeting of Heads of National Drug Law Enforcement Agencies, Europe,

Deeply concerned about the magnitude of the illicit opium cultivation and heroin production,

Noting that the European region is one of the major illicit markets for narcotic drugs,

Considering that suppressing illicit heroin production and transportation channels from south-west Asia to Europe is a major means of controlling illicit drug trafficking,

Realizing the difficulties encountered by producer States or by those having common borders with them in implementing preventive measures,

Seeking to enhance international co-operation between European and south-west Asian States aimed at reducing the illicit cultivation of narcotic plants,

Taking note of the provisions of article 14 of the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances, 1/

1. Welcomes the efforts of European States to take effective measures to suppress the illicit traffic in heroin from other regions;

2. Considers it desirable to establish co-operation between all States concerned with reducing the illicit cultivation of narcotic plants;

3. Calls for financial, technical, humanitarian and other forms of assistance to be provided to States with wide-scale illicit production of heroin and cannabis in order to reduce the illicit cultivation of the opium poppy and cannabis and to substitute other valuable agricultural crops for them.

1/ E/CONF.82/15 and Corr.2.

RESOLUTION III

Centralized drug intelligence systems and the exchange of intelligence

The First Meeting of Heads of National Drug Law Enforcement Agencies, Europe,

Recognizing that greater freedom of movement of people, goods and money within Europe will offer greater opportunities for illicit drug trafficking organizations to extend their distribution networks and money-laundering activities,

Acknowledging that law enforcement efforts are an important element of the global strategy to reduce drug abuse,

Aware that international co-operation between drug law enforcement agencies is essential to the success of the global strategy to reduce drug abuse,

1. Urges each State to establish a centralized drug intelligence system at the national level;

2. Recommends that, as far as possible, each centralized drug intelligence system should incorporate the following basic features:

(a) A national computerized data base;

(b) Staff to develop information into intelligence to assist the co-ordination of operational activities, as well as the drug law enforcement strategy in general;

(c) Representation of all the principal drug law enforcement agencies in the State in order to promote effective co-operation between them;

(d) Co-ordination of intelligence on suspected money-laundering schemes related to illicit drug trafficking;

(e) Ability to monitor current drug operations in order to avoid duplication of efforts or conflict;

3. Further recommends that the centralized drug intelligence systems should normally be the principal point of contact for international liaison on drug intelligence matters;

4. Calls upon the United Nations and other funding bodies to support the exchange of personnel or to provide other assistance for the early establishment of centralized drug intelligence systems in European States that currently do not have such arrangements;

5. Agrees that the Secretariat should be asked to provide a detailed paper on the various international information systems being developed or under discussion in Europe or elsewhere so that the subject can be examined in depth at the Second Meeting of Heads of National Drug Law Enforcement Agencies, Europe;

6. Recognizes the need to take further measures to improve arrangements for the exchange of information between national authorities;

7. Recommends that the expansion of the drug liaison officer network throughout Europe should continue and that States should be urged to send and receive law enforcement officers for this purpose;

8. Further recommends that States should be urged to examine and, where appropriate, to adjust or introduce data and privacy protection legislation in order to ensure that intelligence from other national authorities can be sent and be received with an appropriate level of protection.

II. CURRENT TRENDS IN ILLICIT DRUG TRAFFIC IN THE EUROPEAN REGION

5. The Meeting considered agenda item 7, on current trends in illicit drug traffic in the European region, at its 2nd meeting on 20 November 1990. It had before it a conference room paper (DND/HONEURO/1990/CRP.7) on recent trends in the illicit traffic in narcotic drugs and psychotropic substances in the period 1989-1990. The conference room paper contained tables and annexes prepared by the Secretariat based on the annual reports questionnaire and on reports of significant seizures of narcotic drugs and psychotropic substances submitted by Governments to the Secretary-General, in compliance with the provisions of the international drug control treaties.

6. Most participants who spoke on agenda item 7 expressed concern at the dramatic increase in drug abuse and illicit traffic, against which no country was immune. There continued to be a significant illicit market in Europe for most drugs of abuse, particularly cannabis, heroin and cocaine, and psychotropic substances, particularly amphetamines. A concerted regional response was urgently needed in view of the fact that the borders between Western and Eastern Europe had opened and the States members of the European Economic Community (EEC) were to abolish or adapt border controls in 1993.

7. Most of the participants who provided details on recent trends in drug abuse and illicit traffic in their countries described an alarming aggravation of the situation, characterized by the appearance of new substances of abuse on the illicit market, a steadily rising number of abusers and increased frequency and quantities of drug seizures. Some reported record seizures of controlled drugs and a significant increase in the number of drug offenders in 1990. In France, 86 per cent of registered offences in 1990 were drug-related; in the Union of Soviet Socialist Republics, that figure had increased from 9.3 per cent in 1989 to 35.3 per cent in 1990. Several participants reported an increase in drug-related deaths, particularly those resulting from overdose, between 1989 and 1990. Crimes committed by drug abusers in order to procure drugs on the illicit market and other drug-related crimes constituted a considerable threat to public security in some countries. Several participants reported that illicit drug traffic was being increasingly dominated by international drug trafficking syndicates.

8. Some participants presented their countries as being mainly transit States, owing to their geographical position in relation to producer and consumer States, and, in that context, explained the problems encountered by their relevant authorities. They emphasized the difficulties involved in controlling numerous entry and exit points, including land, water and air approaches to their countries. Reference was made to different illicit traffic routes, particularly the North-South axis (Amsterdam-Frankfurt-Milan) and the East-West axis (the Balkan route). International airports were increasingly being used by drug couriers.

9. Many participants reported that cannabis, in various forms, continued to be one of the most frequently abused drugs in their countries. Owing to its geographical position, Spain was a major transit point for illicit traffic in cannabis resin from Morocco, a major supplier to Europe. Large quantities of cannabis resin were also being shipped from Lebanon and south-west Asia. Lebanon and Morocco were the two major suppliers of cannabis resin to several West European States. Illicit cannabis consignments from the Netherlands were being shipped mainly to illicit markets in Denmark and the United Kingdom of Great Britain and Northern Ireland; the supply lines of cannabis in the Netherlands were in the hands of efficient Netherlands crime syndicates. Technological developments in hydroponics had made it possible for illicit cannabis growers to overcome adverse climatic conditions to produce large quantities of highly active cannabis.

10. Most participants who spoke on agenda item 7 stated that their countries had been adversely affected by the illicit traffic in heroin originating mainly from parts of south-east and south-west Asia. It was reported that world-wide opium production had doubled in the preceding four years in all the major producing areas. The Balkan route remained the major route used to supply illicit heroin to most countries in Western Europe; heroin destined for Austria, Denmark, Finland, Germany, Iceland, the Netherlands, Norway, Sweden and Switzerland was being conveyed on transport international routier (TIR) trucks travelling through Turkey, Bulgaria and Yugoslavia. Seizures in Czechoslovakia suggested that illicit consignments of heroin being transported through the Balkan route were destined for Italy and Spain, in addition to the other traditional illicit markets in Western Europe. It was reported that Africa constituted an important source of illicit heroin for some European States, particularly Belgium and France. Illicit consignments of opiates destined for the United States of America continued to be shipped through Canada, particularly Montreal. It was reported that a significant amount of the heroin seized in Switzerland and Belgium had come by air routes from India, Malaysia, the Netherlands and Thailand, as well as from African countries.

11. One representative informed the Meeting that research undertaken in his country had led to the development of a strain of cannabis plants with a low tetrahydrocannabinol (THC) content. Cultivation of that strain for legitimate purposes would reduce the possibility of cannabis being used or converted for illici. purposes.

12. One representative informed the Meeting of research and experiments in his country on the detection of illicit cultivation of narcotic plants by remote sensing. Research was being carried out to find environmentally safe methods of eradicating narcotic plants.

13. Several participants referred to the increasing trend in the illicit traffic in psychotropic substances. Reference was made to the increasing demand for and illicit traffic in stimulants, particularly amphetamines, in Denmark, Finland, Iceland, Norway and Sweden. The illicit manufacture of amphetamines was reported to be taking place mostly in the Netherlands and Poland. It was reported that some 80 per cent of the amphetamines smuggled into and sold in Denmark, Finland, Iceland, Norway and Sweden had been manufactured in clandestine laboratories in the Netherlands, which was also a major source of amphetamines found on the illicit market in the United Kingdom. Although amphetamines were not subject to abuse in Poland, precursors and essential chemicals were being smuggled into that country from Germany for the

illicit manufacture of amphetamines, which were subsequently smuggled to other countries. Some participants referred to organized crime syndicates involved in the illicit traffic in amphetamines whose members were nationals of the countries along the illicit trafficking route being used. Several mentioned the successful dismantling of clandestine laboratories in their countries. One participant informed the Meeting that his Government was preparing to ratify the Convention on Psychotropic Substances of 1971. 1/

14. One participant informed the Meeting that a system for monitoring precursors and essential chemicals would be introduced in his country in 1991. Recently enacted federal and state laws for the control of precursors and essential chemicals in the United States were considered to be inhibiting the clandestine manufacture of controlled drugs. Some participants indicated that certain substances listed in Tables I and II of the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances (E/CONF.82/15 and Corr.2, annex), adopted in 1988, were included in the lists of controlled substances in their countries.

15. Several participants referred to the diversion of prescribed medical substances to the illicit market. Particular mention was made of the abuse of benzodiazepines and codeine substances in Norway. To counter such problems, the Union of Soviet Socialist Republics had introduced a strict system to control the prescription, distribution and storage of medicaments that might be subject to abuse. Some participants reported the growing abuse of solvents and other inhalants, such as volatile synthetic substances.

16. Several participants stated that the increase in seizures of cocaine indicated that drug cartels had targeted Europe as their next major market. Some participants observed that the price of cocaine, which had for some time remained the same as that of heroin, had decreased in the preceding years. Spain was often chosen as a consumer and transit State because of its historical, cultural and linguistic ties with producing and processing States. In the United Kingdom, seizures of cocaine had increased by 50 per cent in 1989; further increases were recorded in 1990. In France, seizures of cocaine had increased by 25 per cent in 1987 and by 58 per cent in 1989, when they totalled 938 kilograms. Netherlands authorities had seized more cocaine than heroin. It was reported that Denmark was being used as a transit State for illicit traffic in cocaine from Brazil to Lebanon and the Syrian Arab Republic.

17. Most participants informed the Meeting of the modus operandi adopted by illicit drug traffickers in their countries. Several indicated that the market for illicit drugs, particularly heroin, was being increasingly dominated by illicit drug trafficking networks involving persons of different nationalities. Some 16,000 foreigners, mostly Turks, followed by Italians and Yugoslavs, had been arrested in Germany in 1989. The 1990 seizures of heroin in Spain and the United Kingdom indicated the important role played by international drug trafficking networks and the involvement of international drug syndicates that worked in conjunction with criminal groups who distributed the heroin at the national level. Chinese, Pakistan and Turkish drug syndicates based in the Netherlands were expected to play a prominent role in the illicit traffic in heroin in the 1990s. One participant stated that a large number of Iranians and Turks were organizing, in part from Austria, the supply of illicit heroin to other Western European States. The eventual elimination or adaptation of border controls in the integrated European market would facilitate access by those drug syndicates to the EEC member States. Seizures of illicit drugs originating from or being trafficked through other EEC member States to the

United Kingdom had increased significantly, accounting for 41 per cent of all illicit drugs - and 25 per cent of the illicit heroin consignments - seized by British customs in 1989.

18. In the second half of 1990, a number of Chinese couriers based in Hong Kong had been intercepted in Austria, after having entered Europe via Singapore; they had been carrying almost identical quantities of east Asian heroin, concealed in a similar manner and had been following the exact same itinerary. Chinese crime syndicates were reported to be re-establishing themselves in the illicit heroin traffic in the Netherlands. Highly organized south-east Asian illicit trafficking groups were supplying illicit markets in the United States with significantly larger shipments of heroin.

19. Several participants referred to the involvement of Africans, particularly Nigerians, as couriers in the illicit traffic in heroin from Asia through Europe to Africa or from Africa to Europe. Nigeria had replaced India as the major point of departure for illicit heroin reaching the United Kingdom, accounting for 30 per cent of illicit heroin seizures in 1989. Mention was made of a Bombay-Zurich-Prague-Germany route and a Lagos-Zurich-Prague-Germany route used for illicit traffic in heroin. The airport at Zurich was increasingly being used by Sri Lankan (Tamil) couriers with false British passports to bring heroin from India to Italy, particularly the province of Florence. Drug couriers often travelled to Denmark, Finland, Iceland, Norway and Sweden via the Union of Soviet Socialist Republics or other Eastern European countries.

20. Cocaine on the illicit markets was said to originate mainly from Colombia and Ecuador. West Indian couriers travelling from the United States and the Caribbean region, a trend observed in 1988, also played an important role in the distribution of cocaine, particularly to the United Kingdom. Illicit traffickers were using different departure points in South American countries and couriers of different nationalities to supply cocaine to the illicit market in Europe. Illicit drug trafficking syndicates, particularly Colombians, were shipping large consignments of cocaine to Galicia in Spain, via Rias Bajas, where former tobacco smugglers, in collusion with the illicit cocaine traffickers, were using distribution networks originally set up for smuggling tobacco for the illicit traffic in cocaine. Cannabis resin was being transported on a large scale on fishing and pleasure boats or launches from Morocco to Spain and on heavy lorries to other European countries. Amphetamines were being smuggled in specially prepared cars travelling largely on highways.

21. The Meeting was informed of several initiatives to counter illicit traffic along the Balkan route.

22. Several participants referred to new legislation that had been enacted in their countries, particularly since the adoption of the 1988 Convention. They said that several provisions of the 1988 Convention had been covered by national legislation and that further legislative revisions were being considered in order to prepare the ground for the ratification and effective implementation of that Convention. Several participants stated that the penal codes of their countries had been or were being revised to cover new criminal offences, such as laundering the proceeds of illicit drug trafficking or negligence in overseeing financial operations. In several countries, legislation had been adopted for the confiscation of proceeds and assets derived from illicit drug traffic.

23. One representative referred to a debate taking place in his country on decriminalization of the use of controlled drugs. The permissive attitude prevailing in his country towards the use of controlled drugs had led to an influx of abusers from other countries. Consequently, his country had experienced an alarming increase in the abuse of controlled drugs and had recorded one of the highest per capita drug-related death rates in Europe. Some participants emphasized their opposition to the dismantling of the existing drug control régime, which would run counter to the objectives of the international drug control treaties. One representative pointed out that decriminalization of the use of controlled drugs would inevitably put in a new perspective the Single Convention on Narcotic Drugs of 1961, 2/ the Single Convention of 1961 as amended by the 1972 Protocol amending that Convention 3/ and the 1971 Convention, particularly from the point of view of producer States.

24. Many participants reported that new drug law enforcement and other units had been created in their countries to combat illicit traffic and drug abuse. Some referred to the establishment of central co-ordinating units; others referred to the creation of special services to deal with specific aspects of drug criminality, such as an office for the repression of high-level financial and banking offences or an élite force specialized in the investigation of complex criminal cases.

25. Several participants mentioned bilateral arrangements or formal agreements that their Governments had made with Governments of neighbouring countries or with Governments of countries sharing specific problems related to illicit drug trafficking. Co-operation under the terms of such agreements had substantially contributed to the success of law enforcement operations.

26. Several participants stated that greater importance was being given to reducing the demand for drugs of abuse in their countries. Some pointed out that a substantial share of their countries' resources were being channelled to information, education, prevention and rehabilitation programmes.

27. Some participants informed the Meeting of special programmes and initiatives to combat the spread of human immunodeficiency virus (HIV) among intravenous heroin abusers.

28. The Chief of the Suppression of Illicit Traffic Section of the Divison of Narcotic Drugs gave a summary of significant trends in illicit traffic based on country reports presented by participants to the Meeting and on annual reports and reports of significant seizures submitted by Governments to the Division. He urged participants to make a special effort to ensure that their Governments communicated to the Division annual reports and significant cases involving illicit traffic. In order to be in a better position to adopt and implement countermeasures and to deal with the illicit traffic in narcotic drugs, psychotropic substances and substances used for their illicit manufacture, it was essential to have a complete understanding of the trends in illicit traffic at the regional level.

III. CONSIDERATION OF URGENT MATTERS OR SPECIFIC TOPICS BY WORKING GROUPS

29. At its 3rd, 4th, 5th and 6th meetings, on 20 and 21 November 1990, the First Meeting of HONLEA, Europe, considered agenda item 3, entitled "Considera-

tion of urgent matters or specific topics by working groups". Working groups selected and discussed, in an informal manner, issues facing drug law enforcement agencies in the region with a view to adopting effective countermeasures. Following the in-depth discussion of those issues, which was characterized by an open exchange of information and views, each working group reported to the Meeting its conclusions and practical recommendations for adoption by the Meeting.

30. At its 9th Meeting on 23 November 1990, the First Meeting of HONLEA, Europe, adopted the conclusions and recommendations brought to its attention by the various working groups, which are presented below.

A. Issue 1: Illicit heroin traffic in the European region

31. The working group on issue 1, illicit heroin traffic in the European region, focused on developments that were likely to occur in 1991, measures to counter illicit traffic in heroin and the need to establish a committee on the Balkan route.

32. Heroin smuggled into and consumed in Europe was coming mainly from the Middle East and south-west Asia, though smaller quantities had been found to originate from south-east Asia. That pattern was expected to continue. Given the reduction in heroin prices in the preceding period, the availability of heroin on the Western European market was expected to increase in 1991.

33. Heroin was being shipped to Europe by land, air and sea; heroin from south-west Asia and the Middle East was being transported mainly in TIR trucks, buses and cars via the Balkan route. From two thirds to three quarters of the heroin seized in Europe had been transported along that route. Heroin from south-west Asia, and in particular from Lebanon, was also being transported by sea on pleasure craft, container ships and other vessels. That pattern was expected to continue.

34. Couriers who were citizens of African and other countries were concealing heroin destined for Western Europe in body cavities and in special compartments in luggage. That trend was expected to continue.

35. Iranians and, to a greater extent, Turks were carrying illicit heroin consignments in large quantities. The Netherlands remained an important transit point for illicit heroin consignments; there were indications that Turkish drug syndicates were being displaced by Chinese traffickers, who were re-establishing themselves.

36. Regarding measures to counter illicit traffic in heroin, the representative of the Union of Soviet Socialist Republics said that there was a need to re-examine closely the legal production of heroin. Whereas law enforcement agencies and legislators were placing much emphasis on illicit traffic, he considered that greater consideration should be given to making the production of heroin illegal. He stated that the production of heroin for medicinal purposes was no longer necessary because heroin substitutes were sufficiently available.

37. Given the extent of heroin-related problems in Europe, there was a great need for all law enforcement agencies to work closer with one another by sharing information in a more timely fashion. That was particularly important in dealing with certain problem areas, such as the Balkan route. Facilities

must be used to their full potential. The cost of upgrading existing technical equipment was an important consideration. Staff might need to receive special training in order to operate the upgraded equipment.

38. It was agreed that the exchange of drug liaison officers, which had proved effective in enhancing co-operation in drug law enforcement, should be given serious consideration in all European countries. Other initiatives that had been found to be effective should also be considered, such as the programme to detect illicit drugs in containers and initiatives aimed at identifying suspected illicit drug traffickers who might enter Europe by land, sea or air routes.

39. It was agreed that more co-operation was needed between law enforcement agencies to counter illicit traffic on the Balkan route. Several initiatives to enhance co-operation on the Balkan route had been undertaken in the preceding period. Such co-operation should not be restricted to countries situated along the Balkan route. Should the need arise, other countries, such as those to which the illicit heroin consignments were being sent, should be included in such initiatives.

40. The main objectives of initiatives carried out along the Balkan route should be improvement in the exchange of information and the co-ordination of operational measures, including controlled deliveries.

41. The working group on issue 1 approved the following recommendations on illicit heroin traffic for adoption by the Meeting:

(a) All European States should work together in the fight against illicit heroin traffic by exchanging information in a timely and effective manner on all matters related to it;

(b) European States should assess and, if necessary, upgrade facilities and equipment to counter illicit traffic to ensure that they meet the needs of law enforcement agencies;

(c) The staff of European law enforcement agencies should, if necessary, be trained to operate upgraded equipment;

(d) Governments should, in view of the likely significant cost of upgrading law enforcement communication facilities in certain parts of Europe, consider seeking outside financial assistance if individual States are not able to satisfy their drug law enforcement needs;

(e) All European States should, in view of the increasingly free flow of goods and people across borders in Europe, consider exchanging liaison officers to facilitate communication and the exchange of information;

(f) Governments should, where appropriate, consider implementing special programmes such as programmes for controlling containers, programmes for identifying suspects, programmes for reporting the movement of suspects on highways and through entry and exit points in Europe;

(g) Governments should give particular attention to countering illicit heroin traffic via the Balkan route, making the best possible use of the facilities available to law enforcement agencies of the States concerned and enhancing existing initiatives targeting the Balkan route, while keeping in

mind the interests of as many States as possible instead of limiting such initiatives to countries in the immediate area of the Balkan route;

(h) Governments should utilize the technique of controlled delivery as often as possible in efforts to reduce the illicit heroin traffic in Europe, especially along the Balkan route, in order to dismantle illicit trafficking organizations instead of only arresting couriers;

(i) States participating in initiatives targeting the Balkan route should give serious consideration to integrating new information systems and co-ordinating bodies into established structures such as the United Nations drug programme, the Customs Co-operation Council and the International Criminal Police Organization.

42. The representative of the Union of Soviet Socialist Republics submitted to the working group on issue 1 two draft resolutions (DND/HONEURO/1990/L.1/Add.2), one on detecting the illicit cultivation of narcotic plants and the other on measures to reduce illicit cultivation, which were approved by the working group for adoption by the Meeting. For the texts, see chapter I, section D, resolutions I and II.

B. Issue 2: Illicit traffic in cocaine in the European region

43. The working group on issue 2, illicit traffic in cocaine in the European region, focused its discussion on developments that were likely to emerge in the illicit market and on measures to counter illicit traffic.

44. The working group on issue 2 reached the following conclusions:

(a) The quantity of cocaine seized in Europe had grown constantly, especially in the preceding three years;

(b) Supply routes, including sea routes, were being developed with the involvement of illicit traffickers, including nationals of countries other than South American countries;

(c) The ingenuity of illicit cocaine traffickers was reflected in the diversity of the operating methods they used;

(d) Criminality stemming from illicit cocaine traffic and the negative economic developments continued to grow.

45. The working group on issue 2 approved the following recommendations for adoption by the Meeting with a view to increasing the efficacy of measures to counter the illicit traffic in cocaine:

(a) All States should ratify the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances (E/CONF.82/15 and Corr.2) to ensure a better harmonization of their law enforcement systems for the control of illicit drug trafficking;

(b) Each State should establish a centralized system for combating illicit drug traffic with a view to intensifying co-operation between law enforcement agencies at the national and international levels;

(c) States should strengthen co-operation with cocaine-producing States by establishing a network of drug control liaison officers and by exchanging with other States information supplied by the drug control liaison officers;

(d) States should intensify their drug control efforts at seaports and airports:

(i) By strengthening collaboration with transport associations;

(ii) By developing technological research aimed at detecting cocaine and communicating progress in such research to the Division of Narcotic Drugs of the Secretariat;

(iii) By providing law enforcement agencies with the most advanced technological equipment as soon as possible;

(e) States should make wider use of controlled deliveries in order to completely dismantle illicit drug trafficking syndicates;

(f) States should organize epidemiological research and, above all, in-depth studies at the regional level on the histories of cocaine users:

(i) To determine if the illicit cocaine market is expanding;

(ii) To provide insight into the nature and background of users of cocaine in Europe;

(g) All European States should express their solidarity with producer States by recommending the establishment within the Division of Narcotic Drugs of the Secretariat of a special training programme for law enforcement officers in producer States involved in the fight against illicit drug trafficking.

C. Issue 3: Illicit traffic in amphetamines in the European region

46. The working group on issue 3, illicit traffic in amphetamines in the European region, discussed possible developments in illicit traffic in amphetamines in the region, measures to counter illicit traffic in and the illicit manufacture of amphetamines in Eastern and Western European countries.

47. The working group was informed of a development in the United States, whereby medical chemicals in tablet form were being used in the illicit production of amphetamines. It was reported that illicit production in the United States had declined by more than 40 per cent within one year because of new legislation controlling precursor chemicals.

48. As amphetamines were manufactured from other chemicals, part of the problem was related to their precursors. The working group on issue 3 did not go into all aspects of precursors but decided to refer the matter to the working group on issue 4 for further consideration.

49. The working group was informed of an amphetamine project that was being implemented by Denmark, Finland, Iceland, Norway and Sweden, the member States of the Nordic police-customs co-operation group. The project consisted of analysing impurity patterns in samples of confiscated amphetamines so that the

laboratory in which the amphetamines were being illicitly produced could be identified.

50. The working group on issue 3 agreed on the following conclusions:

(a) The illicit manufacture and smuggling of amphetamines were not problems that were strictly limited to northern Europe, even if the situation there was serious;

(b) As the process of abolishing or adapting border controls for the movement of goods and persons was in progress in parts of Europe, Governments should place more emphasis on gathering and sharing intelligence;

(c) There was a need for direct contact, including direct lines of communication, between police units and other enforcement officers specifically dealing with drug-related matters;

(d) Proper identification of transported goods in commercial and official documents related to legitimate trade could be helpful in identifying consignments of precursor chemicals that might be used in the illicit production of amphetamines;

(e) Criminal sanctions were called for in cases involving chemical suppliers who had from time to time knowingly assisted illicit traffickers by mislabelling and misidentifying shipments of precursors and essential chemicals.

51. The following recommendations were approved by the working group on issue 3 for adoption by the Meeting:

(a) Police and other drug law enforcement agencies in Europe should strengthen their co-operation with one another, in particular, by establishing direct contact and by improving communication links;

(b) Governments should, if necessary, set up projects to investigate the probable source of illicitly manufactured amphetamines, such as the project being implemented jointly by the police and customs of Denmark, Finland, Iceland, Norway and Sweden and the information obtained from such projects should be exchanged between the various bodies involved in those projects;

(c) Governments should organize seminars on co-operation for law enforcement officers, especially police and customs officers, from States directly involved in fighting the illicit traffic in amphetamines and should offer training in investigative methods.

D. Issue 4: Measures to prevent the diversion of precursors and essential chemicals used in the illicit manufacture of narcotic drugs or psychotropic substances

52. The working group on issue 4, measures to prevent the diversion of precursors and essential chemicals used in the illicit manufacture of narcotic drugs or psychotropic substances, was informed of the Chemical Action Task Force established by the heads of State or Government of seven major industrialized countries at their annual economic summit held at Houston, United States, in July 1990, to recommend effective procedures to ensure that precursors and essential chemicals would not be diverted from legitimate commerce

to illicit channels. The working group urged the Task Force to determine specific measures necessary to prevent and disrupt the flow of chemicals intended for use in the illicit production of narcotic drugs and psychotropic substances.

53. The working group was informed of a draft resolution recommended by the Third Meeting of Heads of National Drug Law Enforcement Agencies, Latin America and the Caribbean (E/CN.7/1991/3, chapter I, section A, draft resolution II), for adoption by the Commission on Narcotic Drugs. It was believed that steps taken to implement article 12 of the 1988 Convention and the steps to be proposed by the Chemical Action Task Force would assist countries in Latin America and the Caribbean in their fight against illicit cocaine production.

54. The working group on issue 4 came to the following conclusions:

(a) The implementation of measures to prevent the diversion of precursors and essential chemicals used in the illicit manufacture of narcotic drugs or psychotropic substances, as envisaged in the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances (E/CONF.82/15 and Corr.2), article 12, was an effective way of seriously disrupting the activities of illicit drug traffickers and diminishing the illicit flow of narcotic drugs and psychotropic substances;

(b) The precursors and essential chemicals most frequently used in the illicit manufacture of narcotic drugs or psychotropic substances were those listed in Tables I and II of the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances (E/CONF.82/15 and Corr.2, annex);

(c) The Chemical Action Task Force, established by the heads of State or Government of seven major industrialized countries at their annual economic summit held at Houston, United States of America, in July 1990, was an appropriate vehicle for considering various technical and legal aspects of the problems involved in preventing the diversion of precursors and essential chemicals to illicit channels;

(d) Precursors and essential chemicals included substances with widely differing patterns of licit use and with different applications for illicit manufacture, factors that should be taken into consideration when introducing measures to prevent the diversion of individual substances or groups of substances.

55. The following recommendations proposed by the working group on issue 4 were adopted by the Meeting:

(a) Governments should supplement national and regional measures undertaken pursuant to article 12 of the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances (E/CONF.82/15 and Corr.2) by increasing co-operation between law enforcement agencies, the national authorities, and chemical manufacturers and suppliers;

(b) Drug law enforcement agencies, national authorities, and chemical manufacturers and suppliers should intensify the exchange of relevant information:

(i) By using existing channels of communication between national authorities, as well as multilateral communication facilities such as those administered by the Customs Co-operation Council and the International Criminal Police Organization;

(ii) By using, where appropriate, controlled deliveries of illicit or suspect consignments of precursors and essential chemicals with the aim of identifying persons involved and facilities used in the illicit manufacture of narcotic drugs and psychotropic substances;

(c) The conveners of the Chemical Action Task Force, established by the heads of State or Government of seven major industrialized countries at their annual economic summit, held at Houston, United States of America, in July 1990, should take into consideration the fact that, while the current composition of the Task Force, in general, adequately reflected the various groups of countries interested in matters related to precursors and essential chemicals, its work could be further enhanced by including representatives from a few additional European States having special knowledge in the field of precursors and essential chemicals;

(d) International bodies, such as the International Narcotics Control Board or the Chemical Action Task Force, established by the heads of State or Government of seven major industrialized countries at its economic summit held at Houston, United States of America, in July 1990, should make efforts to improve the relevant data base on production and international trade in precursors and essential chemicals, especially those substances listed in Table II of the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances (E/CONF.82/15 and Corr.2, annex);

(e) Governments should develop the technical means to facilitate the identification of the manufacturing sources of substances listed in Table I of the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances (E/CONF.82/15 and Corr.2, annex), for example, by collecting data on impurity patterns or the use of micro-additives by their manufacturers, with a view to assisting the detection of the place where their diversion to illicit channels occurred;

(f) Latin American and Caribbean States in which the illicit production of narcotic drugs and psychotropic substances was taking place on a large scale should utilize as widely as possible the notification procedure in the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances (E/CONF.82/15 and Corr.2), article 12, subparagraph 10 (a), to enable States exporting precursors and essential chemicals to establish a priority list of States to which the consignment of precursors and essential chemicals should be particularly supervised;

(g) Training activities related to the control of narcotic drugs and psychotropic substances should include matters related to the application of regulations intended to prevent diversion of precursors and essential chemicals used for their illicit manufacture, as well as various aspects of analytical testing of such materials.

E. Issue 5: Operational working relations between the police, customs and other law enforcement agencies

56. The working group on issue 5, operational working relations between the police, customs and other law enforcement agencies, agreed that the meetings of Heads of National Drug Law Enforcement Agencies should strive for greater efficiency and effectiveness among the various drug law enforcement agencies at the national and international levels. The collective views of experienced drug law enforcement officers would accordingly ruin the esteem of persons in higher positions, particularly those in higher political positions, whose help in obtaining legislative support could be solicited.

57. The working group on issue 5 welcomed the improved liaison between customs and police at the national and international levels and the establishment of closer contact between Eastern and Western European law enforcement agencies. It regretted, however, that organizational, administrative and, at times, attitudinal hurdles continued to stand in the way of operational efficiency and effectiveness. Such operational issues should be dealt with if law enforcement agencies were to match the efficient operations of illicit drug traffickers.

58. The meetings of Heads of National Drug Law Enforcement Agencies provided an invaluable opportunity to share experiences and to enhance inter-agency and international co-operation in a unique way.

59. Notwithstanding the importance of the detection and seizure of controlled drugs at international frontiers and the arrest of those carrying controlled drugs, such seizures and arrests frequently failed to identify the principal organizers. The working group recognized the important role played by international controlled deliveries, provided that such deliveries were carefully programmed, in the identification and apprehension of those who organized and profited the most from illicit drug traffic and the great potential controlled deliveries offered in countering and pre-empting illicit drug trafficking.

60. The working group, in support of article 11, on controlled delivery, of the 1988 Convention, called on all States that had not ratified the Convention to do so as soon as possible and, in the mean time, to apply provisionally its measures in so far as their domestic laws allowed them.

61. The following recommendations were approved by the working group on issue 5 for adoption by the Meeting:

(a) Drug law enforcement agencies should consider the following common priorities, listed in order of importance, to guide their activities and national and international efforts to combat illicit drug trafficking:

(i) The arrest and prosecution of the principal organizers of illicit drug trafficking and their associates and the confiscation of their financial assets;

(ii) The seizure of illicit drugs;

(iii) The monitoring of precursors and essential chemicals used in the illicit manufacture of narcotic drugs or psychotropic substances;

(b) Governments should have an established strategy for tackling drug misuse and abuse that defined the respective roles and responsibilities of the law enforcement agencies involved in enforcing drug control laws;

(c) The Division of Narcotic Drugs of the Secretariat, the Customs Co-operation Council and the International Criminal Police Organization should collate information on the various arrangements in individual States for the distribution of responsibilities for drug law enforcement between police, customs and other law enforcement agencies and should disseminate that information to all other States, with a view to supporting efficient and effective co-operation between nations;

(d) Governments and law enforcement agencies should work together in enhancing the level of international co-operation in the use of controlled deliveries and should establish procedures to support their efficient and effective use;

(e) Governments without national legislation to permit the use of controlled deliveries should take urgent steps to enact or amend legislation or regulations in order to allow for their use;

(f) Governments that needed to enact new legislative provisions or amend existing legislation or regulations to allow the practice of controlled delivery should, if they so desired, request the Division of Narcotic Drugs of the Secretariat to assist them in that matter.

F. Issue 6: Drug intelligence units

62. The working group on issue 6, drug intelligence units, first discussed the definition of "intelligence" ("intelligence" versus "information"). The representatives of Italy and of the United Kingdom each gave a short presentation on the working methods used in their countries. The working group agreed that it was important to develop systems and techniques that were sufficiently harmonized to facilitate and to enhance the exchange, at the international level, of information that would, following its analysis, be developed into intelligence.

63. The establishment of drug intelligence units was considered an essential condition for developing international co-operation. The working group recognized the need for each State to establish a centralized drug intelligence system at the national level. All principal drug law enforcement agencies in a given State should participate in the establishment and operation of a national intelligence system that should act as the contact point for agencies from other States. Its functions should include the development of information into intelligence, the co-ordination of operational activities and drug law enforcement strategies, the monitoring of major drug operations to avoid duplication of efforts or conflict, the co-ordination of intelligence on suspected money laundering and the maintenance of an updated computerized data base. The methods and systems used should be harmonized to standards that would function effectively at the national level and enhance the international exchange of intelligence. Assistance from bilateral or multilateral sources, such as United Nations sources, should be provided to States, at their request, for the establishment of centralized drug intelligence systems at the national level.

64. The working group discussed the role of drug intelligence units at the international level. It agreed that liaison officers played an important but limited role. The working group emphasized the importance of direct bilateral and multilateral co-operation between drug law enforcement agencies. Various developments were noted: CCC and ICPO/Interpol were modernizing and elaborating their communication and computerized facilities; within EEC, the activities and initiatives of the Mutual Assistance Group (Customs Co-operation) were commended, as well as initiatives of the Trevi Group (anti-terrorism and international crime police and security co-operation) and of the European Committee to Combat Drugs (ECCD).

65. The working group agreed that a European drug intelligence unit was an important facility for combating international drug criminality. Such a unit could only function, however, following the establishment of centralized drug intelligence systems at the national level.

66. The working group considered it important to establish a clear overview of the developments in the different fields prior to recommending the establishment of a European drug intelligence unit. Duplication in the work of institutions should, in any event, be avoided.

67. In many States, such as in the member States of the Council of Europe, legal standards had been adopted on data and privacy protection. Those standards were designed to prevent the passing of information to another State if the information was not adequately protected in the receiving State. The enactment of legislation in all European States in accordance with the European Convention of 28 January 1981, concerning the protection of the individual in respect of computerized registration of personal data, was therefore essential to the development of drug law enforcement information.

68. The working group on issue 6 approved a draft resolution (DND/HONEURO/1990/L.1/Add.2), on centralized drug intelligence systems and the exchange of intelligence, for adoption by the Meeting. For the text, see chapter I, section D, resolution III.

G. Issue 7: Tracing of assets

69. The working group on issue 7, tracing of assets, considered the experience gained and the difficulties encountered in tracing and confiscating assets pursuant to article 5 of the 1988 Convention. The working group approved the recommendations below for adoption by the Meeting.

1. Improvement of national legislation on money laundering

70. The confiscation of property related to drug offences should be permitted irrespective of where criminal acts occur so that criminals or criminal organizations do not benefit from the proceeds of their crimes.

71. In order to facilitate prosecution in cases involving the confiscation of assets, proof of the criminal origin of the assets should be at the lowest level permissible under national legal principles.

72. The confiscation of corporate profits derived from money-laundering offences by officers and employees of corporations should be permitted and under appropriate circumstances corporations should be sanctioned so that they do not profit from criminal conduct.

2. Relations between national authorities and banking systems

73. Financial institutions should be encouraged to report suspicious financial transactions with a view to verifying the sources of such transactions in order to frustrate money-laundering activities.

74. Financial institutions should be required to make and to maintain accurate records of significant financial transactions reflecting the real parties and interests in those transactions.

3. Strengthening international co-operation in efforts to suppress money laundering

75. Governments should designate a single, central authority or authorities, as appropriate, to serve as liaison for the provision of mutual legal assistance, with a view to facilitating international co-operation in that area.

76. In order to facilitate prosecution in cases involving money-laundering offences, Governments should be encouraged, as far as permitted by national law, to forward to States, without prior request, information on the instrumentalities of money laundering and on proceeds derived therefrom, whenever they consider that the disclosure of such information might assist the receiving States in initiating or carrying out investigations or proceedings or that such disclosure might also lead to requests by those States.

4. Exchange of experiences in money-laundering investigations

77. The Division of Narcotic Drugs of the Secretariat, in collaboration with States that have had many years of experience in investigating cases involving money laundering, should organize a seminar for States represented at the First Meeting of Heads of National Drug Law Enforcement Agencies, Europe, to promote the exchange of experiences in that field and to increase international awareness of methods of money laundering.

H. Issue 8: Co-operating defendants

78. The working group on issue 8, co-operating defendants, agreed that the public and the mass media in all States frequently expressed solidarity with agencies combating illicit traffic in narcotic drugs and psychotropic substances and money laundering. Specific cases involving such crimes were, however, rarely reported to the police because of their nature and the fear of reprisals. It was important to reward persons implicated in such offences or having knowledge of such crimes who collaborated actively with the competent law enforcement authorities, thus providing valuable information.

79. The following recommendations were approved by the working group on issue 8 for adoption by the Meeting:

(a) States should consider, where appropriate, adopting legislation offering the possibility of mitigating and, in certain circumstances, waiving completely the penalties of convicted individuals who, on their own initiative, provided information leading to substantial seizures of narcotic drugs or psychotropic substances, the breaking up of the organized crime networks involved and the identification of money-laundering schemes, thus helping to prevent the commission of further crimes;

(b) Where domestic legislation so permitted, such provisions should also be applied in cases where the information provided led to the same result in a country or countries other than the State in which the informant had been detained.

IV. CO-ORDINATION OF INTERNATIONAL AND REGIONAL TRAINING IN THE CONTEXT OF THE PREPARATION OF THE INTERNATIONAL TRAINING STRATEGY

80. Agenda item 4, entitled "Co-ordination of international and regional training in the context of the preparation of the international training strategy", was introduced by the Director of the Division of Narcotic Drugs, who informed the Meeting of the training activities of the Division in the field of drug law enforcement. The Division was publishing biannually a calendar of drug law enforcement training events at the international level and had established a register of national and international agencies capable of providing training courses and instructors for training seminars. He informed the Meeting that the United Nations drug law enforcement training manual would be completed in 1990. He expressed his gratitude to the Government of France for providing the funding for a technical adviser specialized in drug law enforcement training to be appointed in the Division. He stated that, pursuant to Economic and Social Council resolution 1988/12, adopted by the Council on the recommendation of the Commission on Narcotic Drugs at its tenth special session, the Division was drawing up a long-term international drug law enforcement training strategy, in collaboration with CCC and ICPO/Interpol. The Division's mandates regarding training had been enhanced by the Global Programme of Action adopted by the General Assembly in its resolution S-17/2, annex. Furthermore, the Second Interregional Meeting of Heads of National Drug Law Enforcement Agencies (Interregional HONLEA) (E/CN.7/1990/2), held at Vienna from 11 to 15 September 1989, together with the Third Meeting of Heads of National Drug Law Enforcement Agencies, Africa (E/CN.7/1991/2), held at Cairo from 4 to 8 June 1990, the Fifteenth Meeting of Heads of National Drug Law Enforcement Agencies, Asia and the Pacific (E/CN.7/1991/4), held at Beijing from 15 to 19 October 1990, and the Third Meeting of Heads of National Drug Law Enforcement Agencies, Latin America and the Caribbean (E/CN.7/1991/3), held at Aruba from 24 to 28 September 1990, had made specific recommendations and had provided guidelines for the development of the international training strategy with specific reference to its application in the individual regions. The Director invited the participants to provide guidelines to the Division for drawing up the international training strategy, indicating the priorities to be taken into consideration in that endeavour.

81. The Chief of the Suppression of Illicit Traffic Section of the Division highlighted some of the essential features of the international training strategy that were being developed with other intergovernmental organizations. He stated that although the strategy would be based on the training-of-trainers approach, in some specific instances basic training would also be provided. It was also essential to ensure that those trained remained for at least two years in the positions for which the training had been provided. Training courses would use a standard set of training materials. Some of the training modules developed by CCC would be applicable to all drug law enforcement officers. An essential feature of the strategy would be a central data bank on courses provided over the years, trainers and those who had received training. Regional and subregional organizations providing training, as well

as States providing training courses, seminars and assistance, would also be involved in the development of the international training strategy and in its subsequent implementation.

82. Most participants who spoke on agenda item 4 commended the initiatives taken by the Division in developing an international drug law enforcement training strategy. Several participants strongly supported the training of trainers as a key feature in the international training strategy, as well as the requirement to keep those trained in the positions for which they had been trained, for two or three years. Several participants stressed that it was important for the international training strategy to be finalized and implemented at the earliest possible date. There was agreement that the international training strategy should provide the possibility for the training provided to be evaluated.

83. All participants who spoke on agenda item 4 emphasized the important role of drug law enforcement training in the suppression of illicit drug trafficking and demand reduction. The effectiveness of an agency depended largely on the expertise of its personnel. Several participants informed the Meeting of the drug-related training programmes provided by their Governments in various fields of law enforcement, including police training both in the host country and in the country of the trainees, the development of forensic laboratory skills, courses for drug-scenting dogs, training in financial investigation, training in drug intelligence work and customs training, which constituted a major component in training efforts. Several participants described the courses provided in their technical assistance programmes. Some stated that their Governments were providing a range of equipment to drug law enforcement agencies as part of bilateral or multilateral anti-narcotic efforts. The Meeting was informed of a special police training programme in drug law enforcement that would be initiated by States members of EEC whereby each member State would sponsor participants from specific developing countries.

84. One participant stated that at the Second Interregional HONLEA his Government had supported the development of drug law enforcement syllabuses by the Division of Narcotic Drugs. It was prepared to act as host to one of the seminars that would provide an opportunity to improve East-West relations. A proposal was made to recommend the use of a Hungarian centre for training drug-scenting dogs as a regional centre for such training. The Meeting was informed of a proposal by the Government of the Union of Soviet Socialist Republics to organize, on an annual basis, training seminars for law enforcement personnel. Training courses offered by the Governments of France, Germany, Italy, the United Kingdom and the United States could be adjusted to suit the needs of different regions.

V. REPORTS ON ACTIVITIES BY UNITED NATIONS ENTITIES AND INTERGOVERNMENTAL ORGANIZATIONS IN THE REGION

85. For its consideration of agenda item 5, on reports on activities by United Nations entities and intergovernmental organizations in the region, the Meeting had before it a background paper prepared by the Secretariat (DND/HONEURO/1990/2).

86. The Director of the Division of Narcotic Drugs informed the Meeting of the activities of the Division in the field of drug abuse control. He stated that whereas the resources available to the Division from the regular budget

had been cut by 25 per cent, the mandates of the Division had greatly increased following the adoption by the General Assembly of the Global Programme of Action in its resolution S-17/2 and the entry into force of the 1988 Convention. He mentioned the activities of the Division involving the development and execution of technical assistance projects aimed at providing laboratory equipment, training laboratory personnel and disseminating reference standards and scientific information, activities that were funded largely by the United Nations Fund for Drug Abuse Control. The Meeting was informed of assistance on treaty implementation that was available from the Division.

87. The Deputy Director of the Division gave a presentation on the development of an international drug abuse assessment system and a programme for the detection of illicit cultivation of narcotic plants by remote sensing.

88. The observer for the United Nations Fund for Drug Abuse Control stated that the Fund was the major multilateral funding agency for technical assistance provided to developing countries in drug abuse control. He gave a presentation on projects funded by the United Nations Fund for Drug Abuse Control in drug abuse control in Europe, placing particular emphasis on drug law enforcement programmes and on the underlying philosophy of such assistance. Special mention was made of the involvement of the Fund in initiatives to assist European Governments in adopting effective measures to counter illicit traffic along the Balkan route.

89. A representative of UNOV/CSDHA informed the Meeting of the activities of the Crime Prevention and Criminal Justice Branch in the region, particularly its work in the field of organized crime. One of the recent major events was the Eighth United Nations Congress on the Prevention of Crime and the Treatment of Offenders, held at Havana from 27 August to 7 September 1990, which adopted several model agreements that had a direct impact on the fight against illicit traffic.

90. The observer for ICPO/Interpol informed the Meeting of the efforts of his organization to enhance co-operation among national police services, particularly through the exchange of information on illicit traffic in narcotic drugs and psychotropic substances. The exchange of such information had been greatly facilitated by the acquisition of a modern communication and computerized data base at ICPO/Interpol headquarters. The Meeting was informed of the activities of the Drug Sub-Division of ICPO/Interpol in Europe and in other regions.

91. The observer for the International Narcotics Control Board informed the Meeting of the functions and role of the Board in monitoring the implementation of the international drug control treaties. The objectives of the Board's efforts in that direction were to prevent the diversion of controlled drugs and substances to the illicit traffic and to limit their use to medical and scientific purposes. He presented an overview of illicit trafficking patterns and drug abuse in Europe.

92. The Meeting was informed of activities of the Pompidou Group to combat drug abuse and illicit traffic under the auspices of the Council of Europe. At a meeting held at Strasbourg in November 1990, the Ministers of the Pompidou Group had decided to convene a Pan-European Ministerial Drugs Conference at Oslo in May 1991.

93. The observer for the Commission of the European Communities reported on the activities undertaken by EEC in drug-related matters. He described the

co-ordinating role of ECCD. Mention was made of a programme to implement article 12 of the 1988 Convention and of joint operations conducted within the framework of customs enforcement co-operation.

VI. PROGRESS REPORT ON STEPS TAKEN TO APPLY PROVISIONALLY, RATIFY OR ACCEDE TO THE UNITED NATIONS CONVENTION AGAINST ILLICIT TRAFFIC IN NARCOTIC DRUGS AND PSYCHOTROPIC SUBSTANCES, AS WELL AS THE HARMONIZATION OF NATIONAL LEGISLATION WITH THE PROVISIONS OF THE CONVENTION

94. At its 8th meeting, on 23 February 1990, the Meeting considered agenda item 6. It had before it a background paper prepared by the Secretariat on the entry into force and provisional application of the 1988 Convention (DND/HONEURO/1990/3).

95. The Director of the Division of Narcotic Drugs, in introducing agenda item 6, stated that 26 States had ratified the 1988 Convention, which had entered into force on 11 November 1990.

96. Several participants welcomed the early entry into force of the 1988 Convention, which provided the international community with an effective instrument to counter, directly and forcefully, illicit traffic in narcotic drugs and psychotropic substances. Some participants stated that their Governments had completed the internal mechanisms required to ratify or accede to the Convention and that their instruments of ratification or accession would soon be deposited with the Secretary-General. Several participants reported on measures being taken at the national level that would enable their Governments to ratify or accede to the Convention in the near future.

97. Several participants informed the Meeting of the establishment of an inter-agency committee composed of experts to study and adopt measures to comply with the provisions of the 1988 Convention. Several participants referred to new administrative and legal measures adopted or being considered for adoption in their countries in order to bring about desirable changes in the areas covered by the Convention and to prepare the ground for ratification of or accession to the Convention.

98. Several participants referred to specific measures adopted at the national level to harmonize the provisions of their national legislation with those of the 1988 Convention. They stated that as their domestic laws were being brought into conformity with most of the provisions of the Convention, it was being applied provisionally prior to being ratified or acceded to by their Governments. Some participants informed the Meeting that, although their Governments were determined to ratify the Convention, more preparatory work was necessary, particularly since several provisions of the Convention covered new fields of criminal law. Several participants reported that the criminal codes of their countries had been or were being amended to establish as criminal offences the activities enumerated in article 3, paragraph 1, of the Convention, taking into account the aggravating circumstances specified in paragraph 5 of that article. Referring to the necessity to counter the economic power of illicit drug traffickers by confiscating their illegally acquired assets, several participants informed the Meeting of legislation and measures adopted in their countries to implement article 5 of the Convention, which dealt with the confiscation of assets. Some mentioned that their Governments were implementing the recommendations of the Financial Action Task Force on Money Laundering, convened by the heads of State or Government of the

seven major industrialized countries and the President of the Commission of the European Communities at the fifteenth annual economic summit, held in Paris in July 1989, which went further than article 5 in preventing the use of banks for money laundering.

99. The Meeting was informed of initiatives undertaken in Europe by the Pompidou Group to implement article 12 of the 1988 Convention, on the monitoring of substances frequently used in the illicit manufacture of narcotic drugs or psychotropic substances, and article 17 on illicit traffic by sea. The observer for the Commission of the European Communities reported that the Council of Ministers of the European Communities had ratified the Convention on 22 October 1990 and that it was expected to deposit its instrument of ratification soon.

100. Several participants referred to specific provisions of the 1988 Convention that their Governments were finding difficult to implement. Some pointed to difficulties encountered with regard to article 11 on the technique of controlled delivery. The view was expressed that, given the importance of the Balkan route in the illicit supply of heroin to the region, efforts should be made to encourage the wider use of the technique of controlled delivery, which could contribute to the dismantling of illicit drug trafficking networks.

101. One participant expressed his disappointment with the fact that while all the States in the region had participated actively in the drafting of the 1988 Convention, few of them had deposited their instruments of ratification or accession with the Secretary-General. He suggested that the Meeting should recommend the prompt and rapid ratification of the Convention by all European States.

102. The Meeting requested the Division of Narcotic Drugs to provide to Governments, at their request, a list of reservations and declarations made by States ratifying or acceding to the 1988 Convention.

103. The Division of Narcotic Drugs was commended for its programme for rendering legal assistance to States, thereby enabling them to adopt legislation necessary for the implementation of the 1988 Convention.

VII. OTHER BUSINESS

104. The Director of the Division of Narcotic Drugs stated that the financial implications regarding the implementation of the mandates of the drug control units contained in the Global Programme of Action would be considered by the General Assembly at its forty-fifth session.

VIII. DRAFT RESOLUTIONS AND RECOMMENDATIONS BEFORE THE MEETING

105. At its 9th meeting, on 23 November 1990, the First Meeting of HONLEA, Europe, approved three draft resolutions for adoption by the Commission on Narcotic Drugs. The first (DND/HONEURO/1990/R.1), concerning a European ministerial conference on drug control matters, to be held at Oslo in May 1991, was sponsored by Norway and the United Kingdom. The second (DND/HONEURO/1990/R.2/Rev.1), on drug law enforcement training, was sponsored by France, Germany, the Netherlands, the Union of Soviet Socialist Republics and the United Kingdom. The third (DND/HONEURO/1990/R.3), on the composition of

delegations to future meetings of HONLEA, Europe, was sponsored by Germany, the Netherlands and the United Kingdom. For the texts, see chapter I, section A, draft resolutions I, II and III.

106. The First Meeting of HONLEA, Europe, approved two draft recommendations (DND/HONEURO/1990/R.4), sponsored by the Netherlands, for adoption by the Commission on Narcotic Drugs. For the texts, see chapter I, section B.

IX. ADOPTION OF THE REPORT OF THE MEETING

107. The report of the First Meeting of HONLEA, Europe, was adopted at its 9th meeting on 23 November 1990.

X. ORGANIZATION OF THE MEETING

A. Opening and duration of the Meeting

108. The First Meeting of HONLEA, Europe, was held in Moscow from 19 to 23 November 1990 at the invitation of the Government of the Union of Soviet Socialist Republics. The Director-General of the United Nations Office at Vienna and Co-ordinator of All United Nations Drug-Control-Related Activities opened the Meeting on behalf of the Secretary-General.

109. The Director-General of the United Nations Office at Vienna, on behalf of the participants, thanked the Government of the Union of Soviet Socialist Republics for acting as host to the Meeting and for its generous hospitality. She stated that, with the First Meeting of HONLEA, Europe, the United Nations had established a network for regional and interregional co-operation against illicit drug trafficking that encompassed the whole world. The meetings of HONLEA constituted a unique forum for bringing together the operational heads of drug law enforcement agencies, as well as high-level officials from different ministries responsible for drug abuse control. They constituted a valuable mechanism for sharing ideas and expertise and for finding new solutions to the problems facing drug law enforcement agencies. She noted that the meetings of HONLEA, Europe, had an important role to play in assisting States in identifying and adopting the countermeasures against illicit drug trafficking and related organized crime syndicates, which had exploited the new opportunities provided by the opening up of borders between Eastern and Western Europe. The meetings of HONLEA, by dealing with the suppression of illicit traffic, constituted an essential element in the concerted, comprehensive international strategy forged by the United Nations. She emphasized the concrete focus of the First Meeting of HONLEA, Europe, epitomized in the workshop format, and expressed the hope that its conclusions would be practical in nature and would lead to action at the national and international levels.

110. The Minister of the Interior of the Union of Soviet Socialist Republics welcomed the participants on behalf of the people and Government of his country. He expressed the concern of his Government at the increase in the scale of drug abuse and illicit traffic in Europe, following the historical changes and the emergence of new relations between Eastern and Western European States. He called for the enhancement of co-operation and exchange of experiences in drug abuse control and law enforcement between Eastern and Western European States in combating illicit drug traffic and drug abuse, particularly in saving the youth from drug abuse. The new climate in the relations between

Eastern and Western European States would strengthen the collective struggle against illicit traffic in Europe, as well as in other parts of the world. The First Meeting of HONLEA, Europe, provided an opportunity to develop joint co-ordinated programmes and to strengthen operational ties, thus preventing drug trafficking syndicates from taking advantage of the current situation in Eastern European countries as they moved to adopt market economies and convertible currencies.

111. The Minister of the Interior read an address from the Prime Minister of the Union of Soviet Socialist Republics to the participants. The Prime Minister noted that to counter illicit drug traffic and drug abuse the international community had recently adopted initiatives such as the 1988 Convention and the Global Programme of Action contained in the annex to General Assembly resolution S-17/2. The establishment of a common European front against illicit drug traffic would facilitate the achievement of the objectives of those initiatives in the period 1991-2000, which the General Assembly, in the Political Declaration annexed to that same resolution, had proclaimed the United Nations Decade against Drug Abuse.

112. The Director of the Division of Narcotic Drugs stated that he considered it appropriate that the First Meeting of HONLEA, Europe, after several years of negotiation, was being held in Moscow, serving Eastern and Western European States at a historical moment when the barriers in trade and travel were being removed. He informed the Meeting of the status of adherence to the 1988 Convention. Enhanced international and regional co-operation was a prerequisite to the effective implementation of the Convention, which constituted a powerful tool in the fight against illicit drug traffic. With reference to article 3 of the Convention, on offences and sanctions, he stressed the importance of ensuring that any person committing a drug trafficking offence would be arrested, tried and sentenced appropriately by the courts. He also drew attention to the importance of suppressing the illicit cultivation of narcotic plants and of adopting measures to deal with demand reduction.

B. Attendance

113. The following States were represented: Austria, Belgium, Bulgaria, Byelorussian Soviet Socialist Republic, Canada, Cyprus, Czechoslovakia, Denmark, Finland, France, Germany, Greece, Holy See, Hungary, Ireland, Italy, Malta, Netherlands, Norway, Poland, Portugal, Romania, Spain, Sweden, Switzerland, Turkey, Ukrainian Soviet Socialist Republic, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland, United States of America and Yugoslavia.

114. The United Nations Office at Vienna/Centre for Social Development and Humanitarian Affairs, the Division of Narcotic Drugs, the International Narcotics Control Board and the United Nations Fund for Drug Abuse Control were also represented.

115. The following intergovernmental organizations sent observers: Commission of the European Communities, Council of Europe, Customs Co-operation Council and International Criminal Police Organization.

116. The Division of Narcotic Drugs served as the secretariat of the Meeting.

C. Election of officers

117. At its 1st meeting, on 19 November 1990, the First Meeting of HONLEA, Europe, elected the following officers by acclamation:

Chairman:	Vasily P. Trushin (Union of Soviet Socialist Republics)
First Vice-Chairman:	Jean-Pierre Vettovaglia (Switzerland)
Second Vice-Chairman:	Peter C. Edwards (United Kingdom of Great Britain and Northern Ireland)
Rapporteur:	Jon Kapelrud (Norway)

D. Agenda

118. The following agenda was adopted by the First Meeting of HONLEA, Europe, at its 1st meeting:

1. Election of officers.
2. Adoption of the agenda.
3. Consideration of urgent matters or specific topics by working groups.
4. Co-ordination of international and regional training in preparation of the international training strategy.
5. Reports by United Nations entities and intergovernmental organizations on drug control activities in the European region.
6. Progress report on steps taken to apply provisionally, ratify or accede to the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances, as well as the harmonization of national legislation with the provisions of the Convention.
7. Current trends in illicit drug traffic in the European region: reporting on statistics of significant seizures to the Division of Narcotic Drugs of the Secretariat and other international organizations.
8. Other business:
   (a) Seventeenth special session of the General Assembly;
   (b) Urgent matters arising out of the country reports;
   (c) Co-ordination of arrangements for meetings of Heads of National Drug Law Enforcement Agencies, Europe.
9. Recommendations and adoption of the report.

E. Closure of the Meeting

119. The representative of Cyprus informed the Meeting of a provisional offer by his Government to act as host to the Second Meeting of HONLEA, Europe.

120. The Director of the Division of Narcotic Drugs, referring to Economic and Social Council resolution 1990/30, in which the Council established the Meeting of Heads of National Drug Law Enforcement Agencies, Europe, stated that the meetings of HONLEA in Africa, in Asia and the Pacific and in Latin America and the Caribbean were convened in the capitals of States in those regions that had offered to act as host or at the headquarters of the regional commissions. The Second Meeting of HONLEA, Europe, would accordingly be held from 30 September to 4 October 1991 at Nicosia or in one of the capitals of the region.

121. Closing statements were also made by the Chairman of the Meeting, by the representative of Spain on behalf of the EEC member States and by other participants.

Notes

1/ United Nations publication, Sales No. E.78.XI.3.

2/ United Nations publication, Sales No. E.62.XI.1.

3/ United Nations publication, Sales No. E.77.XI.3.

Annex

LIST OF DOCUMENTS

Document	Title or description
DND/HONEURO/1990/1	Provisional agenda
DND/HONEURO/1/Add.1	Annotated provisional agenda
DND/HONEURO/1990/2	The role of the Division of Narcotic Drugs in the European region
DND/HONEURO/1990/3	Entry into force and provisional application of the 1988 Convention
DND/HONEURO/1990/L.1 and Add.1-5	Draft report
DND/HONEURO/1990/R.1	Pan-European Ministerial Drugs Conference: draft resolution submitted by Norway and United Kingdom of Great Britain and Northern Ireland
DND/HONEURO/1990/R.2/Rev.1	Drug law enforcement training: draft resolution submitted by France, Germany, Netherlands, Union of Soviet Socialist Republics and United Kingdom of Great Britain and Northern Ireland
DND/HONEURO/1990/R.3	Composition of delegations to meetings of Heads of National Drug Law Enforcement Agencies, Europe: draft resolution submitted by United Kingdom of Great Britain and Northern Ireland
DND/HONEURO/1990/R.4	Implementation of recommendations adopted by the First Meeting of Heads of National Drug Law Enforcement Agencies, Europe: draft recommendations submitted by Netherlands

Conference room papers*

DND/HONEURO/1990/CRP.1	Draft provisional timetable
DND/HONEURO/1990/CRP.2	Illicit traffic in the United States of America
DND/HONEURO/1990/CRP.3	Illicit traffic in Canada
DND/HONEURO/1990/CRP.4	Illicit traffic in Spain

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*Issued to participants only.

Document	Title or description
DND/HONEURO/1990/CRP.5	Report by the Council of European Communities
DND/HONEURO/1990/CRP.6	Illicit traffic in Norway
DND/HONEURO/1990/CRP.7	Review of recent trends in the illicit traffic in narcotic drugs and psychotropic substances
DND/HONEURO/1990/CRP.7/Add.1	Data on illicit traffic
DND/HONEURO/1990/CRP.8	Report by the International Chamber of Shipping
DND/HONEURO/1990/CRP.9	Illicit traffic in Belgium
DND/HONEURO/1990/CRP.10	Illicit traffic in Denmark
DND/HONEURO/1990/CRP.11	Illicit traffic in Germany
DND/HONEURO/1990/CRP.12	Report by the International Civil Aviation Organization
DND/HONEURO/1990/CRP.13	Illicit traffic in the Byelorussian Soviet Socialist Republic
DND/HONEURO/1990/CRP.14	Illicit traffic in Ireland
DND/HONEURO/1990/CRP.15	Illicit traffic in the Union of Soviet Socialist Republics
DND/HONEURO/1990/CRP.16	Illicit traffic in the Netherlands
DND/HONEURO/1990/CRP.17	Illicit traffic in the United Kingdom of Great Britain and Northern Ireland
DND/HONEURO/1990/CRP.18	Illicit traffic in Greece
DND/HONEURO/1990/CRP.19	Illicit traffic in the Ukrainian Soviet Socialist Republic
DND/HONEURO/1990/CRP.20	Illicit traffic in Sweden
DND/HONEURO/1990/CRP.21	Illicit traffic in Finland
DND/HONEURO/1990/CRP.22	Illicit traffic in Hungary
DND/HONEURO/1990/CRP.23	Illicit traffic in Portugal
DND/HONEURO/1990/CRP.24	Illicit traffic in France
DND/HONEURO/1990/CRP.25	Report by the International Criminal Police Organization

Document	Title or description
DND/HONEURO/1990/CRP.26	Illicit traffic in Yugoslavia
DND/HONEURO/1990/CRP.27	Illicit traffic in Poland
DND/HONEURO/1990/CRP.28	Illicit traffic in Czechoslovakia
DND/HONEURO/1990/CRP.29	Illicit traffic in Romania